

## Message Text

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ACTION AF-10

INFO OCT-01 ISO-00 DHA-02 IO-13 CIAE-00 DODE-00 PM-04  
H-02 INR-07 L-03 NSAE-00 NSC-05 PA-02 PRS-01  
SP-02 SS-15 USIA-15 OMB-01 TRSE-00 EUR-12 /095 W  
-----021426Z 093882 /41

P R 021052Z MAY 77  
FM AMCONSUL DURBAN  
TO SECSTATE WASHDC PRIORITY 2559  
INFO AMEMBASSY PRETORIA  
AMCONSUL JOHANNESBURG  
AMCONSUL CAPE TOWN  
AMEMBASSY GABORONE  
AMEMBASSY MBABANE  
AMEMBASSY MASERU

UNCLAS SECTION 1 OF 2 DURBAN 0255

CAPE TOWN ALSO FOR EMBASSY

EO 11652: NA  
TAGS: PINT, SF  
SUBJ: NATAL INITIATIVE IN NON-DISCRIMINATORY LOCAL GOVERNMENT

REF: DURBAN A-21

1. SUMMARY: THE NATAL PROVINCIAL COUNCIL ON MAY 2 IS CONSIDERING A SPECIAL MOTION ASKING THE SAG TO GRANT NATAL WIDE INTERNAL AUTONOMY IN LOCAL GOVERNMENT AFFAIRS. THE NATAL MEASURE AIMS AT ACHIEVING LOCAL GOVERNMENT ON A WIDE, NON-DISCRIMINATORY BASIS WITH PARTICIPATION BY ALL RACIAL GROUPS, INCLUDING ZULUS, UNDER A STILL TO BE REVEALED "TURNHALLE"-TYPE FORMULA. NATAL'S UNITED PARTY LEADERS, AUTHORS OF THE PROPOSAL, HOPE FOR NATIONALIST NON-OBJECTION TO THE CONCEPT SINCE THEY HOLD IT TO BE CONSISTENT WITH THAT UNDERLYING THE SWA TURNHALLE CONFERENCE AND THE SAG'S "MULTIRACIAL" JOINT CABINET COUNCIL. THEY ALSO BELIEVE IT EQUITABLE TO SEEK AUTHORITY SIMILAR TO THAT BEING PROPOSED FOR AFRICAN  
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HOMELANDS UNDER THE HOMELANDS AUTONOMY BILL NOW BEFORE PARLIAMENT.  
END SUMMARY.

2. DURING THEPAST TWO YEARS THE LEADERSHIP OF THE UNITED PARTY IN NATAL HAS SHOWN INTEREST IN SEVERAL MULTIRACIAL CONSULTATIVE ACTIVITIES (REFAIR.) THESE COMPRISE A MULTIRACIAL PROVINCIAL ADVISORY COUNCIL INCLUDING BLACK REPRESENTATIVES FROM

KWAZULU (A UNIQUE BODY FOR SOUTH AFRICA); AND A MULTIRACIAL METROPOLITAN CONSULTATIVE BODY DEALING WITH INFRASTRUCTURE QUESTIONS FOR THE GREATER DURBAN AREA. THE LATEST INITIATIVE BY NATAL'S UP LEADERS BUILDS ON BUT GOES WELL BEYOND THESE PREDECESSORS IN THAT IT SEEKS FULL INTERNAL AUTONOMY FOR THE PURPOSE OF ESTABLISHING LOCAL GOVERNMENT FOR THE WHOLE PROVINCE--INCLUDING KWAZULU--UNDER A TURNHALLE-STYLE FORMULA. DETAILS OF THE PROPOSAL WILL BE MADE PUBLIC IN THE COMING WEEK DURING DISCUSSION OF THE MEASURE IN THE NATAL PROVINCIAL COUNCIL. ALTHOUGH SOME DISCUSSION OF THE PRINCIPLE HAS OCCURRED IN THE NATAL CONSULTATIVE COMMITTEE AND WITH THE COLORED AND INDIAN LAC ASSOCIATIONS, AND SOME SELECTIVE BRIEFING OF JOURNALISTS HAS TAKEN PLACE, THE NATAL UP LEADERSHIP HAS UNTIL NOW REFUSED TO DISCUSS DETAILS OF THEIR PROPOSAL PRIOR TO CONSIDERATION BY THE PROVINCIAL COUNCIL.

3. THOUGH DETAILS ARE STILL LACKING, NATAL UP LEADERS HAVE BEEN WILLING TO DISCUSS WITH THE CONGEN AND (SELECTIVELY) THE PRESS THE CONCEPT UNDERLYING THEIR APPROACH. AT ITS BASE WHAT NATAL SEEKS IS AUTHORITY TO CONDUCT ITS OWN AFFAIRS, INCLUDING RACIAL AFFAIRS, EMPLOYING POWERS EQUAL TO THOSE NOW PROPOSED FOR THE AFRICAN HOMELANDS UNDER THE HOMELANDS AUTONOMY BILL CURRENTLY BEFORE PARLIAMENT. UP SPOKESMEN (USUALLY FRNAK MARTIN, CHAIRMAN OF THE NATAL EXECUTIVE COMMITTEE--EXCO--AND THE EXCO MEMBER FOR LOCAL GOVERNMENT, DERRICK WATTERSON) EMPHASIZE THAT THEY ARE NOT ATTEMPTING A RENEWAL OF THE NATAL SECESSIONIST MOVEMENT OF THE 1930'S AND ARE NOT SEEKING A DELIBERATE CONFRONTATION WITH THE SAG. UNDER THEIR APPROACH NATAL WOULD REMAIN WITHIN SOUTH AFRICA WHICH WOULD RETAIN RESPONSIBILITY FOR FOREIGN AFFAIRS, DEFENSE, POSTS AND TELEGRAPHS, RAILWAYS AND GENERAL AGRICUL-

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TURE. THE GRANTING OF AUTONOMY IN THE REMAINDER OF GOVERNMENTAL FUNCTIONS, INCLUDING RACIAL MATTERS, THEY VIEW AS A CONSTRUCTIVE PROPOSAL FITTING IN WITH "SEPARATE DEVELOPMENT" (I.E., NATAL'S OWN) AND CONTRIBUTING TO THE SOLUTION OF URGENT NATIONAL PROBLEMS. THEY ALSO REGARD THEIR INITIATIVE AS CONSISTENT WITH THE SAG'S OWN POSITION ON MULTIRACIAL CONSULTATION DEMONSTRATED BY THE SWA TURNHALLE CONFERENCE AND THE PRIME MINISTER'S JOINT CABINET COUNCIL.

4. AS A TRIAL BALLOON, NATAL MP RADCLYFFE CADMAN ON APRIL 20 ASKED IN THE NWTIONAL ASSEMBLY WHETHER THE SAG PLANNED TO INTRODUCE ANY PREVENTIVE LEGISLATION RE THE DURBAN METROPOLITAN CONSULTATIVE BODY. REPLYING, PRIME MINISTER VORSTER SAID HE HAD NO OBJECTION IN PRINCIPLE TO THE METROPOLITAN BODY. SUBSEQUENTLY THE NATAL LEADERSHIP CLAIMED THAT CADMAN WAS REFERRING ALSO TO THE NEW AUTONOMY PROPOSAL IN HIS ASSEMBLY SPEECH, AND THAT THE PRIME MINISTER'S RESPONSE WAS THEREFORE APPROPRIATELY ENCOURAGING. IT IS UNCLEAR FROM HERE WHETHER VORSTER'S RESPONSE CAN BE SO CONSTRUED. HOWEVER, IT IS KNOWN THAT MARTIN HAS CONDUCTED SOME

QUIET RECENT CONSULTATION WITH SAG OFFICIALS IN CAPETOWN, AND HE AND ANOTHER NATAL EXCO OFFICIAL RECENTLY CONSULTED IN WINDHOEK WITH DIRK MUDGE ABOUT THE TECHNIQUES OF OPERATING A TURNHALLE-STYLE CONFERENCE. IT IS THUS PROBABLE THAT THE SAG HAS AT LEAST BEEN FRIEFED ON THE NATAL INITIATIVE.

5. AUTHORS OF THE NATAL AUTONOMY PROPOSAL ADVANCE SEVERAL ARGUMZNTS IN ITS FAVOR. THESE INCLUDE:

A. NATAL AND KWAZULU ARE SO INTERTWINED THAT EFFICIENT ADMINISTRATION WOULD BE IMPOSSIBLE UNDER CONDITIONS OF KWA-ZULU AUTONOMY. AN AUTHORITY WITH FULL POWERS (KWAZULU) WOULD BE FORCED TO DEAL ON A DAILY BASIS WITH AN AUTHORITY (NATAL) WITH LIMITED POWERS. PRETORIA WOULD HAVE TO BE CONSULTED CONTINUALLY, CREATING ADMINISTRATIVE DELAY AND INEFFECTIVENESS.

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CAPE TOWN ALSO FOR EMBASSY

B. THE TWO TERRITORIES ARE SO INTERTWINED GEOGRAPHICALLY THAT IT WOULD BE DIFFICULT TO HAVE DIFFERENT BODIES OF LAW OPERATING SIDE BY SIDE. SINCE PERSONS IN THE COURSE OF THEIR DAILY AFFAIRS CONSTANTLY CROSS FROM ONE JURISDICTION TO ANOTHER, IT WOULD MAKE SENSE TO HAVE FEWER DIFFERENTIATING LAWS APPLICABLE TO THEM.

C. AUTONOMY FOR NATAL WOULD OFFER THE OPPORTUNITY FOR

GREATER POLITICAL EXPRESSION TO SEVERAL BLACK RACIAL GROUPS, MOST PROMINENTLY THE ZULUS AND THE NATAL INDIANS, AS WELL AS THE ENGLISH-SPEAKING COMMUNITY. THE NATAL LEADERS ARGUE THAT THE REDUCTION OF THE MORE PRESSING DEMANDS BY THESE GROUPS MIGHT IN FACT ASSIST THE SAG IN SOLVING RACIAL PROBLEMS ELSEWHERE IN SOUTH AFRICA. THEY ALSO ARGUE THAT IT MAY BE EASIER EVENTUALLY TO ARRANGE A FORM OF REPRESENTTION OF THESE GROUPS AT CENTRAL GOERNMENT LEVEL, WHERE ISSUES MAINLY OF INDIRECT INTEREST TO THEM ARE DECIDED, IF THEY HAVE A MORE DIRECT SAY IN THE ISSUES  
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AFFECTING THEIR DAILY LIVES.

6. THOUGH UNINFORMED ABOUT DETAILS OF THE NATAL PROPOSAL, ZULU LEADER CHIEF GATSHA BUTHELEZI AND INDIAN (SAIC) LEADER J.N. REDDY VOICED CAUTIOUS APPROVAL. BUTHELEZI SAID HE APPLAUDED ANY MOVE WHICH ACCEPTS THE ONENESS OF PEOPLE AND CALLED FOR THE SAG TO RAISE NO BARRIERS IN OPPOSITION. HE SAID HE WOULD HAVE TO STUDY THE FUNDAMENTAL ISSUES OF THE PROPOSAL AND CONSULT BOTH THE KWAZULU LEGISLATIVE ASSEMBLY AND THE ZULU POLITICAL/CULTURAL ORGANIZATION, INKATHA, BEFORE COMMENTING MORE FULLY.

7. TO THIS POINT THERE HAS BEEN NO FURTHER SAG COMMENT ON THE NATAL PROPOSALS.FARBER

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## Message Attributes

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**To:** STATE  
**Type:** TE  
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